Executive Summary

There have been significant concerns about escalating crime in the Cairns community. Our assessment is that these concerns are justified and warrant immediate action. We do not believe that crime in Cairns is out of control. However, the city is experiencing a number of disturbing trends that should be met with a swift and dedicated response tailored to the specific problems that the Cairns community faces. These include:

- elevated levels of property offences and offences against the person
- increases in juvenile offending, and, in particular, Indigenous juvenile offending
- long-standing issues with homelessness.

We are concerned for the safety of the Cairns community. We are concerned for the children of Cairns who are growing up in a community where juvenile crime is increasing. We are concerned for the continuing vulnerability of homeless people in Cairns.

Crime and the causes of crime in Cairns are complex and multi-faceted. Tackling these issues requires not only immediate action, but also dedication, innovation and co-operation.

Dedication, because while there are some things that can be done immediately, we know that in many cases, there is no easy fix. We must be willing to stay the course as we work to combat crime, to meet problems where they emerge and to redouble our efforts in the face of setbacks.

Innovation, because we cannot afford to repeat strategies which are failing or which are less effective than they need to be. We must be willing to look at problems with fresh eyes, adopt new approaches and use innovative crime prevention methods.

And co-operation, because the solution to crime problems does not lie with any one agency or one level of government. Police respond to crime when it occurs but, if we are to make a real difference in addressing community safety and crime in Cairns, then all Queensland government departments need to take responsibility for and make a real commitment to addressing the many and varied causes of crime in Cairns. In doing so, it is critical that there be strong community partnerships and collaborative relationships with the local Cairns community, including local government, business and community leaders.

To achieve this, we recommend the Cairns Safer Streets Initiative. It consists of two components:

a) Formation of the Cairns Safer Streets Task Force to work with the Cairns community and implement practical on the ground actions to combat crime, juvenile offending, homelessness, alcohol related issues and associated problems in the Cairns area.

b) Development of a Chronic Offender Intervention Project to commence at an appropriate time in 2013/2014, targeted at a core group of chronic offenders, to be funded and delivered in partnership with the non-government organisation (NGO) and private sectors in the form of a pilot Payment by Outcome (PbO) initiative.

We recommend that these be implemented urgently to deliver a safer community for Cairns.
Profile of crime in Cairns

The Cairns area is experiencing significant issues in relation to crime. Crime rates in the Cairns district in a number of key areas are significantly higher than the state average.

In 2011-2012, Cairns experienced:

- the highest rate of reported sexual offences of all 31 police districts in the state (224 per 100,000; compared with the state average of 105 per 100,000)
- the third highest rate of reported property offences (7473 per 100,000; compared with the state average of 5101 per 100,000)
- the fourth highest rate of reported robbery offences (61 per 100,000; compared with the state average of 40 per 100,000).

Cairns has one of the highest proportions of chronic and recidivist offenders in Queensland. In addition, the levels of juvenile offending and Indigenous juvenile offending in the Cairns area are increasing in relation to key offences. Between 2004 and 2012, the proportion of property offences committed by juveniles has increased from 33% to 54% while the proportion of sexual offences committed by Indigenous juveniles has increased from 9% to 16%.

These statistics are consistent with anecdotal stakeholder and community feedback indicating strong concerns about the levels and seriousness of crime in Cairns, with a particular concern in relation to crime committed by young people. Taken together, the statistical information, research and stakeholder feedback indicate that Cairns is experiencing significant crime issues and diminishing confidence in community safety, which are being driven by the key issues of recidivist juvenile offending, alcohol related violence and a highly visible homeless/itinerant population.

Geographical mapping of the incidences of crimes such as assault, robbery and sexual assaults in the Cairns area demonstrate that there are two distinct areas of concern in Cairns: the CBD and the Esplanade, and the corridor of western suburbs comprising Manunda, Mooroobool and Manoora. In relation to each category of crime there is a significant concentration of offences being committed in these two geographical areas.

The nature of crime committed in these two distinct areas is related but different, and will required different responses. In the Western suburbs, crime is largely the result of groups of juvenile offenders and the areas in which offending occurs correlate with the location of detached liquor licensing outlets. This is consistent with stakeholder feedback indicating that the crime is fuelled to some extent by accessibility of alcohol to juvenile offenders in the suburbs.

In the Esplanade and CBD, there is a strong correlation between the incidences of crime and weekend drinking hours. Offending in this area arises from a confluence of factors, including intoxicated pub and nightclub patrons, the homeless population that congregates in the CBD and also, juvenile offenders from the suburbs who travel to the CBD and participate in the activities associated with the Cairns night time economy.

Broad crime trends impacting on Cairns are outlined further in Attachment A.

The statistics and information collated for the purposes of this report highlights the existence of serious crime issues in Cairns warranting immediate action.
**Issues of immediate concern**

Addressing crime in Cairns will require immediate action in relation to a number of key issues. Most pressing among them are:

**Youth offending** – A major proportion of crime in Cairns is being committed by a small cohort of recidivist youth offenders who are typically disengaged from the education system, participating in frequent alcohol and substance misuse and who have become involved in patterns of escalating criminal behaviour (e.g. in 2011/12, there were 31 juvenile offenders in Cairns with more than 20 or more finalised charges each for that 12 month period). Any response to crime in Cairns will need to have a strong focus on identifying this cohort and delivering targeted, comprehensive and sustained interventions to address and reduce offending.

**Accessibility of alcohol** – There are clear indications that juvenile offending is being facilitated by the accessibility of alcohol in the suburbs of Cairns. An immediate focus should be to work with liquor licensing outlets in the Cairns suburbs, particularly in Manoora, Mooroobool and Manunda to put in place effective measures to restrict juvenile access to alcohol.

**Homelessness** – Cairns has experienced rates of homelessness that are higher than the state and national averages and which have contributed to elevated levels of public order offending and disorder in the CBD. Homelessness continues to be a significant social problem in the Cairns community and there is a clear need to take urgent action, building on work already being done through the existing Cairns Homelessness Community Action Plan.

**Indigenous offending and victimisation** – QPS statistics indicate that Indigenous people are significantly over-represented as both offenders and victims of crime in the Cairns area. Indigenous young people are disproportionately represented in the youth offending statistics in the Cairns area. This indicates a need to focus on reducing this over-representation of Indigenous people and Indigenous young people in crime statistics and to implement culturally appropriate strategies and interventions for Indigenous offenders and at risk Indigenous young people.

**Building resistance and resilience in the Cairns community** – While the primary focus of the crime prevention initiative will be on targeting offenders and the causal factors contributing to crime, any practical strategy for combating crime should incorporate an element of ‘target hardening’ to help members of the Cairns community to develop strategies which will make them less susceptible to being victimised by offenders in Cairns. This will build on the work that QPS is already pursuing in this area, such as the distribution of crime prevention messages and alerts to the Cairns business community and email subscribers; circulating the stolen vehicle watch hotlist to Cairns taxi services and service stations; and participating in key events such as the Cairns CBD Safety Summit.

**Recent Actions**

Since July 2012, QPS has implemented a number of significant policing responses to crime in Cairns.

Operation Cairns Escalate was a QPS initiative that ran from 17 July to 31 December 2012 providing a high-visibility response to public order, crime, juvenile offenders, liquor, antisocial behaviour and traffic offences in the CBD and great Cairns area. Using a taskforce of twenty officers brought in from outside Cairns, the operation employed a number of high visibility policing strategies and proved effective in targeting alcohol related offending, leading to improvements in perceptions of personal safety in the Cairns CBD.
In January 2013, QPS commenced Operation Cairns Escalate II using officers from the Cairns district only. The operation refines the strategies of its predecessor and has been able to deliver a high visibility police presence targeting alcohol related offences, maintaining the results achieved in the first Operation Escalate despite using fewer officers.

Most recently, in April 2013, QPS commenced Operation Cairns Cast-Iron, which focuses on the investigation of property type offences and the apprehension of both juvenile and adult property offenders (with a particular emphasis on targeting recidivist offenders). The operation uses a variety of methods to specifically target the recent increase in property offences with a view to actively identifying, pursuing and apprehending recidivist property offenders, particularly with regard to unlawful entry and unlawful use of motor vehicle offences.

In addition to these policing responses, Cairns is a trial site for one of the two youth boot camps that the Government has established. There are also a significant number of Government and non-Government services targeted at providing support to vulnerable people in the Cairns area.

**The Way Forward**

During 2012, Cairns police district maintained the highest clear up rate in the State. In the same period, Government and non-Government providers offered a multiplicity of services to help offenders and those at risk of offending to deal with the various risk factors that lead to criminal behaviour. Despite this, crime has persisted.

Our assessment is that this is because traditional approaches to crime prevention, where individual agencies focus on their individual areas of responsibility, are not sufficient for dealing with crime issues of the intensity and complexity that currently exist in Cairns.

Crime in Cairns is generated by a variety of factors and the responsibility for addressing these factors does not lie with any single Government or non-Government agency. As a result, a business as usual approach to the problem, in which agencies limit their response to their own area of expertise, is unlikely to address the crime in a significant way. For instance, a reactive approach to policing crime will only ever be of limited effectiveness unless also it is accompanied by a focus on addressing the causal factors generating crime.

What is needed in Cairns is a new strategy that steps outside existing boundaries and combines reactive and proactive measures to address the complex and multifaceted nature of crime in Cairns. While there are some current examples of cooperation and collaboration between agencies, Cairns lacks an overarching, coordinated crime prevention strategy guiding the activities of all relevant agencies. Rather than working in isolation, agencies need to jointly take ownership of the issue and coordinate their activities, with a flexible approach to allow them to implement appropriate solutions to problems where they emerge.

There are some specific issues that we have already identified as requiring immediate attention in this report, and we anticipate that the Cairns Safer Street Task Force will identify further specific issues that should be the first priority of any coordinated response. At the same time, many of the causes of crime in Cairns are much deeper rooted and will not be solved in the short term. Thus, while we must move urgently to begin addressing the existing problem, we also recommend that focused work begin immediately on developing longer-term strategies for combatting crime and its causes in Cairns.
Recommended Actions

Cairns Safer Streets Task Force

The first step that is recommended to address crime in Cairns is the formation of a Cairns Safer Streets Task Force dedicated to developing and implementing an overarching strategy for addressing crime issues on the ground in Cairns.

The task force will be responsible for addressing immediate concerns such as juvenile offending, accessibility of alcohol, homelessness, Indigenous offending and victimisation, community resistance and resilience building and interagency coordination.

It is recommended that the core membership should feature one full time representative from each of:

- Queensland Police Service.
- Department of Community Safety (Corrective Services)
- Department of Housing and Public Works
- Department of Education, Training and Employment;
- Department of Communities, Child Safety and Disability Services
- Department of Justice and Attorney-General (Youth Justice)
- Department of Aboriginal, Torres Strait Islander and Multicultural Affairs.

In addition, the group would be supported by representatives from Queensland Health, Cairns City Council; Centrelink; the Federal Department of Families, Housing, Community Services and Indigenous Affairs; and James Cook University.

The QPS Assistant Commissioner for the Far Northern Regional, Paul Taylor, has the capacity to act as a local champion for the efforts of the Cairns Safer Streets Task Force. AC Taylor is also Chair of the Cairns Regional Managers Coordination Network. We believe that the Cairns Regional Managers Coordination Network will also provide a useful platform to tap into the expertise and resources of senior managers within the region.

The support and commitment of the Cairns community to this objective will also be essential for success and the Cairns Safer Street Task Force will need to engage and work closely with the Cairns community. To this end, the Cairns Safer Street Task Force will be expected to establish and develop collaborative relationships with a wide range of community stakeholders, such as local government, Community Justice Groups, businesses and other community groups, to ensure that these stakeholders are actively involved in building a safer community for Cairns.

A Project Plan for the Taskforce is provided at Attachment B.

Chronic Offender Intervention Project

While the Cairns Safer Street Task Force will be dedicated to identifying and implementing immediate and practical, on the ground solutions to address crime and community safety in Cairns, our strong view is that there is also a need to implement a longer term intervention initiative to divert serious and chronic offenders from the criminal justice system.

We believe that there is considerable unexplored scope for a more effective and innovative approach to dealing with these offenders, that can be delivered through a partnership with the private sector and non-government organisations.
To improve service delivery and initiate innovation in addressing youth crime in Cairns, it is proposed that the Queensland Government explore the viability of different Payment by Outcome (PbO) options in the Queensland context.

Payment by Outcome schemes are a relatively new service delivery model that offers financial rewards to providers if they achieve positive social outcomes. The unique structure of PbO schemes, which awards payment to providers on the basis of the social outcome they achieve rather than the effort they expend, means that they have the potential to encourage new and innovative solutions to the problems that they seek to address.

There is real potential for a PbO scheme to significantly enhance the community’s capacity to address youth crime in Cairns. While they have not been used in Queensland before, we believe that there would be value in exploring the capacity for using PbO schemes in the Queensland context.

To this end, it is recommended that the Government initiate an open tender process, and invite offers for tender to:

- develop a framework, incorporating a set of guidelines, to inform the use of PbO options in the delivery of social services in Queensland
- undertake a feasibility study of a PbO trial in Cairns.

The framework and feasibility study should identify options for:

- improving the effectiveness of current service delivery in terms of producing outcomes
- stimulating greater innovation in the range of service delivery models.

Terms of Reference for the PbO scheme are provided at Attachment C.

The Department of the Premier and Cabinet will be responsible for progressing the Invitation to Tender, working with relevant service delivery agencies.
Attachment A.

Cairns: demographics, crime trends and crime mapping

Demographics: Census statistics

The 2011 Census shows that:
- there are 56,556 people in Cairns
- compared to the state average, there are more than three times as many Indigenous people in Cairns; Aboriginal and Torres Strait Islander people make up 12.1% (6,855) of the Cairns population compared to 3.6% (155,825) of the state.

Table 1 presents Indigenous status by age for the Cairns population. It shows that services will need to respond to larger cohorts of Indigenous young people currently aged 0-4 years and 5-9 years as they move through the education system and criminal justice system.

Table 1: Indigenous status by age, Cairns

<table>
<thead>
<tr>
<th>Age group</th>
<th>Indigenous</th>
<th>Non-Indigenous</th>
<th>Not stated</th>
<th>Cairns pop. Indigenous (%)*</th>
<th>Qld pop. Indigenous (%)*</th>
</tr>
</thead>
<tbody>
<tr>
<td>0-4 years</td>
<td>882</td>
<td>2,626</td>
<td>375</td>
<td>25.1%</td>
<td>7.2%</td>
</tr>
<tr>
<td>5-9 years</td>
<td>805</td>
<td>2,281</td>
<td>301</td>
<td>26.1%</td>
<td>7.0%</td>
</tr>
<tr>
<td>10-14 years</td>
<td>711</td>
<td>2,309</td>
<td>297</td>
<td>23.5%</td>
<td>6.8%</td>
</tr>
<tr>
<td>15-19 years</td>
<td>679</td>
<td>2,466</td>
<td>341</td>
<td>21.6%</td>
<td>6.0%</td>
</tr>
<tr>
<td>20-24 years</td>
<td>555</td>
<td>3,039</td>
<td>472</td>
<td>15.4%</td>
<td>4.6%</td>
</tr>
<tr>
<td>25-29 years</td>
<td>492</td>
<td>3,667</td>
<td>504</td>
<td>11.8%</td>
<td>3.8%</td>
</tr>
<tr>
<td>30-34 years</td>
<td>537</td>
<td>3,511</td>
<td>452</td>
<td>13.3%</td>
<td>3.5%</td>
</tr>
<tr>
<td>35-39 years</td>
<td>461</td>
<td>3,510</td>
<td>424</td>
<td>11.6%</td>
<td>3.3%</td>
</tr>
<tr>
<td>40-44 years</td>
<td>363</td>
<td>3,327</td>
<td>388</td>
<td>9.8%</td>
<td>3.1%</td>
</tr>
<tr>
<td>45-49 years</td>
<td>353</td>
<td>3,329</td>
<td>341</td>
<td>9.6%</td>
<td>2.8%</td>
</tr>
<tr>
<td>50-54 years</td>
<td>319</td>
<td>3,212</td>
<td>330</td>
<td>9.0%</td>
<td>2.4%</td>
</tr>
<tr>
<td>55-59 years</td>
<td>251</td>
<td>2,917</td>
<td>317</td>
<td>7.9%</td>
<td>2.0%</td>
</tr>
<tr>
<td>60-64 years</td>
<td>177</td>
<td>2,661</td>
<td>228</td>
<td>6.2%</td>
<td>1.6%</td>
</tr>
<tr>
<td>65 years &amp; over</td>
<td>266</td>
<td>5,579</td>
<td>501</td>
<td>4.6%</td>
<td>1.0%</td>
</tr>
<tr>
<td>Total</td>
<td>6,851</td>
<td>44,434</td>
<td>5,271</td>
<td>13.4%</td>
<td>3.8%</td>
</tr>
</tbody>
</table>

*Of proportion of population with a known Indigenous status.

Crime statistics

Cairns is located in the Far Northern police region.\(^2\) In 2012, the Far Northern Region had:

- the highest rate of offences against the person (1399 per 100,000 population) in the State (state average was 683 per 100,000 population); or 2.0 times the state average
- the third highest rate of property offences (6114 per 100,000 population) in the State (state average was 5139 per 100,000 population); or 1.2 times the state average
- the highest rate of 'other' offences (6395 per 100,000 population) in the State (state average was 3834 per 100,000 population); or 1.7 times the state average.

Over the years since 2002, the rates for offences against the person and property have been consistently higher than the state average but have been reducing in line with state trends.

Cairns is the largest population centre in the Far Northern Region, and as such Cairns crime rates provide a substantial driver of the very high crime rates for the region.\(^3\)

In the Cairns area\(^4\) for the last 12 months (January to December 2012), Indigenous people make up 13% of the Cairns population and accounted for 54% of crime.

More specifically, of offenders in Cairns during this period:

- 27% were Indigenous adult males
- 9% were Indigenous adult females
- 13% were Indigenous juvenile males
- 4% were Indigenous juvenile females
- 33% were non-Indigenous adult males
- 7% were non-Indigenous adult females
- 5% were non-Indigenous juvenile males
- 1% were non-Indigenous juvenile females.\(^5\)

Indigenous people are overrepresented as victims in the Cairns area.\(^6\) For the last 12 months (January to December 2012), Indigenous people make up 13% of the Cairns population, they made up 26% of victims of offences against the person. More specifically, of victims in Cairns during this period:

- 13% were Indigenous adult females
- 5% were Indigenous juvenile females
- 5% were Indigenous adult males
- 2% were Indigenous juvenile males
- 39% were non-Indigenous adult males
- 28% were non-Indigenous adult females
- 5% were non-Indigenous juvenile females.
- 3% were non-Indigenous juvenile males.\(^7\)

\(^2\) Far Northern is one of eight QPS regions in Queensland.
\(^3\) In addition the Far Northern Region’s high rates are also driven by the extraordinarily high rates of crime in Queensland’s Indigenous communities, most of which are located in the Far Northern Region.
\(^4\) These data are Cairns Division data. The Cairns Division includes the Cairns CBD and suburbs of Cairns.
\(^5\) Where Indigenous status, sex or age were unknown, these records have been excluded.
\(^6\) These data are Cairns Division data. The Cairns Division includes the Cairns CBD and suburbs of Cairns.
\(^7\) Where Indigenous status, sex or age were unknown, these records have been excluded.
Notable crime patterns information for Cairns from 2004 to 2012 show:

For offences against the person:

- the proportion of **violent offences committed by Indigenous offenders has increased**
  (49% in 2004, 43% in 2008, 56% in 2012; state-wide proportion in 2012 was 29%); these increases were noted across all types of violent offences (e.g. assault, sexual offences, robbery)
- the proportion of **robbery offences committed by Indigenous juvenile offenders is high**
  (43% in 2004, 38% in 2008, 29% in 2012; state-wide proportion in 2012 was 13%)
- the proportion of **Indigenous juvenile sexual offending** has recently **increased**
  (9% in 2004, 11% in 2008, 16% in 2012; state-wide proportion in 2012 was 7%).

For property offences:

- There has been a **large increase** in the proportion of **property offences** committed by:
  - Indigenous offenders
    (44% in 2004, 34% in 2008, 64% in 2012; state-wide proportion in 2012 was 29%)
  - juvenile offenders
    (33% in 2004, 31% in 2008, 54% in 2012; state-wide proportion in 2012 was 31%)
  - Indigenous juvenile offenders
    (23% in 2004, 18% in 2008, 37% in 2012; state-wide proportion in 2012 was 29%).
- In particular, there has been a **large increase** in the proportion of **motor vehicle theft** committed by:
  - juvenile offenders
    (20% in 2004, 38% in 2008, 65% in 2012; state-wide proportion in 2012 was 38%)
  - Indigenous juvenile offenders
    (13% in 2004, 25% in 2008, 56% in 2012; state-wide proportion in 2012 was 25%).

For other offences:

- an increase in the proportion of other offences committed by Indigenous offenders
  (38% in 2004, 30% in 2008, 47% in 2012; state-wide proportion in 2012 was 19%)
- juveniles account for a small proportion of other offending and there has been no notable increase in this trend
  (4% in 2004, 3% in 2008, 8% in 2012; state-wide proportion in 2012 was 6%)
- this is also true for Indigenous juvenile offenders
  (2% in 2004, 1% in 2008, 4% in 2012; state-wide proportion in 2012 was 2%).

In sum, these crime data show a clear need to address in Cairns:

- juvenile property offending (especially motor vehicle theft)
- Indigenous offending (especially violent and property offending)
- Indigenous juvenile robbery, sexual offending, and property offending (especially motor vehicle theft).

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8 Property crimes include unlawful entry, arson, other property damage, unlawful use of a motor vehicle, other theft (excl. unlawful entry), fraud and handling of stolen goods.
9 ‘Other’ is a broad collection of disparate offence categories, including drug, traffic, prostitution, liquor (excl. drunkenness), gaming and betting offences, breach domestic violence protection order, trespassing and vagrancy, weapons act offences, good order offences, stock related offences, traffic and related offences, and miscellaneous offences. These offences are often described as police-initiated rather than reported offences.
Chronic offenders in Cairns

Research published in September 2012 by the Australian Institute of Criminology assesses the geographic distribution of chronic and costly offenders in Queensland.

The study found that most local areas (as defined by post code) had none or a low proportion of chronic offenders. In the top 10 percent of local areas however (n=33), over 9.1 percent of the population were chronic offenders. These areas were characterised by high proportions of Indigenous youth, high levels of disadvantage and remoteness.

Some of the coastal suburbs around Cairns were included in the areas in the top ten percent of postcodes (n=33) with the highest proportion of chronic offenders (postal area 4878: Barron, Caravonica, Holloways Beach, Machans Beach, Smithfield, Yorkeys Knob). This area had a very high proportion of chronic offenders (>9.09%).

Cairns (postal area 4870) was identified as an area with a high proportion of chronic offenders (4.73% - 9.09%).

Cairns was also included in those local areas associated with the highest total cost associated with chronic offenders. The top five communities with the highest cost associated with chronic offenders were:


It is likely that this second highest ranking accorded to Cairns is a direct result of the high number of chronic offenders associated with the area.

Further details of the overall findings are included in Appendix 1.

Youth offending in Cairns

Since 2011, Professor Stephen Smallbone has been conducting phase one of a project to prevent youth sexual violence and abuse in West Cairns and Aurukun.\textsuperscript{10} Phase one involves establishing the scope, dimensions and dynamics of the problem.

Interviews conducted with local professionals, adult community members and young people have highlighted concerns at West Cairns around:

- groups of young people (generally aged 14-18) being ‘out all night’
- individuals and smaller groups ‘couch surfing’ staying at various residences, often without parents knowing their whereabouts
- generally very low levels of parental supervision

\textsuperscript{10} This works builds on previous and ongoing clinical work undertaken with young sex offenders from both areas. GYFS has provided assessment and intervention for young sex offenders in Queensland, including a substantial number from both of these sites, since 2001. Despite the clinical work undertaken by GYFS, a range of factors in these areas have been identified that, if left unaddressed, are likely to result in other local youth engaging in sexual offending (e.g. limited parental supervision; limited guardianship by other community members who witness or are aware of offences). The prevention project is supported by the Queensland Government and by a broader four-year project (testing the onset and progression of sex offending by children) being undertaken by Professor Smallbone with Australian Research Council funding.
• high levels of school disengagement, usually starting from age 13-14 years
• frequent substance misuse
• frequent youth sexual activity in public locations
• a general reluctance among community members to intervene for personal safety reasons.

Cairns: crime mapping: assault, grievous bodily harm, sexual and robbery offences

Figures 3a shows that assault offences during 2012 were spread throughout the Cairns police division with the greatest concentration along the CBD/Esplanade area.

Source: Queensland Police Service (unpublished data)

Figure 3a: Assault in the Cairns police division, 2012

11 These data are Cairns Division data. The Cairns Division includes the Cairns CBD and suburbs of Cairns.
Figure 3b shows assaults which occurred during weekend drinking hours only (Friday and Saturdays nights, 6pm to 6am) for 2012. Weekend drinking hours represent 24 hours each week, or 14.3% of the time each week. Yet assaults from these times accounted for 29.6% of total assaults.

Source: Queensland Police Service (unpublished data)

Figure 3b: Assault in the Cairns police division, 2012, weekend drinking hours only (Friday and Saturdays nights, 6pm to 6am)
Figure 4 shows the location of the 38 of the most serious assaults, that is, the grievous bodily harm offences in 2012 – grievous bodily harm offences were dispersed throughout the division with a specific concentration in the Manoora/Manunda area.

Source: Queensland Police Service (unpublished data)

Figure 4: Grievous bodily harm in the Cairns police division, 2012
Figure 5 shows the location of the sexual offences in 2012, the CBD/Esplanade area had the highest concentration, with a large number being located within the vicinity of the beach. Another concentration of sexual offences were located further west in the Manunda area.

Source: Queensland Police Service (unpublished data)

**Figure 5: Sexual offences in the Cairns police division, 2012**
Figure 6 show the location of robbery offences. As with grievous bodily harm offences, a concentration of robbery offences occurred in the Manoora area. There was a less concentrated area of robbery offences around the CBD/Esplanade area.

Source: Queensland Police Service (unpublished data)

Figure 6: Robbery offences in the Cairns police division, 2012
In summary, crime mapping for assault, grievous bodily harm, sexual and robbery offences reveals:

- assault offences were widespread in the Cairns police division, but the greatest concentration was in the CBD/Esplanade area

- sexual offences had the highest concentration in the CBD/Esplanade area, with a large number being located within the vicinity of the beach. Another concentration located further west in the Manunda area

- robbery offences had highest concentration in the Manoora area with a less concentrated area in the CBD/Esplanade.
Appendix 1

The Allard, Chrzanowski and Stewart study (2012) found that most local areas (as defined by post code) had none or a low proportion of chronic offenders. In the top 10 percent of local areas however (n=33), over 9.1 percent of the population were chronic offenders. These areas were characterised by high proportions of Indigenous youth, high levels of disadvantage and remoteness.

Table 1 – BOTH highest proportion and highest cost of chronic offenders

<table>
<thead>
<tr>
<th>PCODE</th>
<th>LOCATIONS</th>
<th>Target Flag</th>
</tr>
</thead>
<tbody>
<tr>
<td>4000</td>
<td>Brisbane Adelaide Street, Brisbane City, Petrie Terrace, Spring Hill</td>
<td>Both Top 10%</td>
</tr>
<tr>
<td>4605</td>
<td>Baril, Byee, Cherbourg, Cloyna, Cobbs Hill, Crownthorpe, Glenrock, Kitoba, Manyung, Merlwood, Moffatdale, Moondooner, Murgon, Oakdale, Redgate, Silverleaf, Sunny Nook, Tablelands, Warnung, Winder, Wooroonden</td>
<td>Both Top 10%</td>
</tr>
<tr>
<td>4713</td>
<td>Woorabinda</td>
<td>Both Top 10%</td>
</tr>
<tr>
<td>4814</td>
<td>Aitkenvale, Annandale, Cranbrook, Douglas, Garbutt, Garbutt East, Heatley, Mount Louisa, Murray, Vincent</td>
<td>Both Top 10%</td>
</tr>
<tr>
<td>4871</td>
<td>Almaden, Aloomba, Aurukun, Basilisk, Bellenden Ker, Bellevue, Bombeeta, Boogan, Bramston Beach, Camp Creek, Chillagoe, Coen, Cowley, Cowley Beach, Cowley Creek, Croydon, Crystalbrook, Currajah, Deeral, Desailly, East Trinity, Edward River, Einasleigh, Fishery Falls, Forsayth, Gamboola, Georgetown, Germantown, Glen Boughton, Green Island, Gununa, Julatten, Kowanyama, Kurrimine Beach, Lakeland, Laura, Lockhart, Lower Cowley, Mena Creek, Mirriwinni, Moresby, Mount Carbine, Mount Molloy, Mount Mulligan, Mount Surprise, Nychum, Petford, Pormpuraaw, Sandy Pocket, Southedge, Stockton, Thornborough, Utchee Creek, Wangan, Warrubullen, Waugh Pocket, Woopen Creek, Yarrabah</td>
<td>Both Top 10%</td>
</tr>
<tr>
<td>4880</td>
<td>Arriga, Biboohra, Chewko, Glen Russell, Mareeba, Paddys Green</td>
<td>Both Top 10%</td>
</tr>
</tbody>
</table>
Table 2 – Highest proportion of chronic offenders (excluding those in Table 1)

<table>
<thead>
<tr>
<th>PCODE</th>
<th>LOCATIONS</th>
</tr>
</thead>
<tbody>
<tr>
<td>4012</td>
<td>Nundah, Toombul, Wavell Heights, Wavell Heights North</td>
</tr>
<tr>
<td>4032</td>
<td>Chermside, Chermside Centre, Chermside South, Chermside West</td>
</tr>
<tr>
<td>4183</td>
<td>Amity, Amity Point, Dunwich, North Stradbroke Island, Point Lookout</td>
</tr>
<tr>
<td>4355</td>
<td>Anduramba, Crows Nest, Emu Creek, Glenaven, Jones Gully, Mountain Camp,</td>
</tr>
<tr>
<td></td>
<td>Pierces Creek, Pinelands, Plainby, The Bluff, Upper Pinelands</td>
</tr>
<tr>
<td>4387</td>
<td>Brush Creek, Bybera, Coolmunda, Greenup, Inglewood, Mosquito Creek,</td>
</tr>
<tr>
<td></td>
<td>Terrica, Warroo, Whetstone</td>
</tr>
<tr>
<td>4390</td>
<td>Billa Billa, Calingunee, Callandoon, Goodar, Goondiwindi, Kindon, Lundavra,</td>
</tr>
<tr>
<td></td>
<td>Wondalli, Wyaga, Yagaburne</td>
</tr>
<tr>
<td>4465</td>
<td>Dunkeld, Forestvale, Mitchell, V Gate, Womalilla</td>
</tr>
<tr>
<td>4470</td>
<td>Charleville, Langlo</td>
</tr>
<tr>
<td>4490</td>
<td>Barrington, Coongoola, Cunnamulla, Cuttaburra, Humeburn, Jobs Gate,</td>
</tr>
<tr>
<td></td>
<td>Linden, Noorama, Tuen, Widgeegoara, Yowah,</td>
</tr>
<tr>
<td>4558</td>
<td>Cotton Tree, Kuluin, Maroochydore, Maroochydore Bc, Sunshine Plaza</td>
</tr>
<tr>
<td>4612</td>
<td>Hivesville, Kawl Kawl, Keysland, Stonelands, Wigton</td>
</tr>
<tr>
<td>4614</td>
<td>Neumgna, Upper Yarraman, Yarraman</td>
</tr>
<tr>
<td>4714</td>
<td>Baree, Boulder Creek, Fletcher Creek, Hamilton Creek, Horse Creek,</td>
</tr>
<tr>
<td></td>
<td>Johnsons Hill, Leydens Hill, Limestone, Moongan, Mount Morgan, Nine Mile</td>
</tr>
<tr>
<td></td>
<td>Creek, Oaky Creek, Struck Oil, The Mine, Trotter Creek, Walmul,</td>
</tr>
<tr>
<td></td>
<td>Walterhall, Wura</td>
</tr>
<tr>
<td>4730</td>
<td>Camoola, Chorregon, Ernestina, Longreach, Maneroo, Morella, Stonehenge,</td>
</tr>
<tr>
<td></td>
<td>Tocal, Vergemont</td>
</tr>
<tr>
<td>4824</td>
<td>Cloncurry, Oorindi</td>
</tr>
<tr>
<td>4830</td>
<td>Burketown, Doomadgee</td>
</tr>
<tr>
<td>4849</td>
<td>Cardwell</td>
</tr>
<tr>
<td>4852</td>
<td>Bingil Bay, Carmoo, Djiru, Garners Beach, Midgeree Bar, Mission Beach,</td>
</tr>
<tr>
<td></td>
<td>South Mission Beach, Wongaling Beach</td>
</tr>
<tr>
<td>4874</td>
<td>Evans Landing, Mapoon, Mission River, Nanum, Napranum, Rocky Point,</td>
</tr>
<tr>
<td></td>
<td>Trunding, Weipa, Weipa Airport</td>
</tr>
<tr>
<td>4876</td>
<td>Bamaga, Injinoo, New Mapoon, Seisia, Umagico</td>
</tr>
<tr>
<td>4877</td>
<td>Craigie, Killaloe, Mowbray, Oak Beach, Port Douglas, Wangetti</td>
</tr>
<tr>
<td>4878</td>
<td>Barron, Caravonica, Holloways Beach, Machans Beach, Smithfield, Yorkeys Knob</td>
</tr>
<tr>
<td>4888</td>
<td>Evelyn, Kaban, Millstream, Ravenshoe, Tumoulin</td>
</tr>
<tr>
<td>4890</td>
<td>Normanton</td>
</tr>
<tr>
<td>4895</td>
<td>Bloomfield, Cooktown, Hope Vale, Rossville, Wujal Wujal</td>
</tr>
</tbody>
</table>
Table 3 – Highest total cost associated with chronic offenders (excluding those in Table 1)

<table>
<thead>
<tr>
<th>PCODE</th>
<th>LOCATIONS</th>
</tr>
</thead>
<tbody>
<tr>
<td>4053</td>
<td>Brookside Centre, Everton Hills, Everton Park, Mcdowall, Mitchelton, Stafford, Stafford Dc, Stafford Heights</td>
</tr>
<tr>
<td>4077</td>
<td>Doolandella, Durack, Inala, Inala East, Inala Heights, Richlands</td>
</tr>
<tr>
<td>4114</td>
<td>Kingston, Logan Central, Logan City Dc, Woodridge</td>
</tr>
<tr>
<td>4152</td>
<td>Camp Hill, Carina, Carina Heights, Carindale</td>
</tr>
<tr>
<td>4207</td>
<td>Alberton, Bahrs Scrub, Bannockburn, Beenleigh, Belivah, Buccan, Cedar Creek, Eagleby, Edens Landing, Holmvie, Logan Village, Luscombe, Mount Warren Park, Stapylton, Steiglitz, Windaroo, Wolffdene, Woongoolba, Yarrabilba, Yatala, Yatala Dc</td>
</tr>
<tr>
<td>4280</td>
<td>Jimboomba, North Maclean, South Maclean, Stockleigh</td>
</tr>
<tr>
<td>4300</td>
<td>Augustine Heights, Bellbird Park, Brookwater, Camira, Carole Park, Gailes, Goodna, Springfield, Springfield Central, Springfield Lakes</td>
</tr>
<tr>
<td>4305</td>
<td>Basin Pocket, Brassall, Bremer, Churchill, Coalfalls, East Ipswich, Eastern Heights, Flinders View, Ipswich, Leichhardt, Limestone Ridges, Moores Pocket, Newtown, North Ipswich, North Tivoli, One Mile, Raceview, Sadliers Crossing, Tivoli, West Ipswich, Woodend, Wulkuraka, Yamanto</td>
</tr>
<tr>
<td>4350</td>
<td>Athol, Blue Mountain Heights, Centenary Heights, Charlton, Clifford Gardens, Cotswold Hills, Cranley, Darling Heights, Drayton, Drayton North, East Toowoomba, Finnie, Glenvale, Gowrie Mountain, Harlaxton, Harrieston, Kearneys Spring, Middle Ridge, Mount Kynoch, Mount Lofty, Mount Rascal, Newtown, North Toowoomba, Northlands, Prince Henry Heights, Rangeville, Redwood, Rockville, South Toowoomba, Toowoomba, Toowoomba City, Toowoomba Dc, Toowoomba East, Toowoomba South, Toowoomba Village Fair, Toowoomba West, Top Camp, Torrington, Wellcamp, Westbrook, Wilsonton, Wilsonton Heights, Wyalla Plaza</td>
</tr>
<tr>
<td>4405</td>
<td>Blaxland, Bunya Mountains, Dalby, Ducklo, Grassdale, Pirrinuan, Ranges Bridge, St Ruth, Tipton</td>
</tr>
<tr>
<td>4500</td>
<td>Bray Park, Brendale, Brendale Bc, Cashmere, Clear Mountain, Joyner, Strathpine, Strathpine Centre, Warner</td>
</tr>
<tr>
<td>4503</td>
<td>Dakabin, Griffin, Kallangur, Kurwongbah, Murrumba Downs, Whiteside</td>
</tr>
<tr>
<td>4510</td>
<td>Beachmere, Bellmere, Caboolture, Caboolture Bc, Caboolture South, Donnybrook, Meldale, Moodlu, Rocksberg, Toorbul, Upper Caboolture</td>
</tr>
<tr>
<td>4551</td>
<td>Aroona, Battery Hill, Bells Creek, Caloundra, Caloundra Dc, Caloundra West, Currimundi, Dicky Beach, Golden Beach, Kings Beach, Little Mountain, Meridan Plains, Moffat Beach, Pelican Waters, Shelly Beach</td>
</tr>
<tr>
<td>4557</td>
<td>Mooloolaba, Mountain Creek</td>
</tr>
<tr>
<td>4650</td>
<td>Aldershot, Antigua, Bauple, Bauple Forest, Beaver Rock, Bidwill, Boonooroo, Boonooroo Plains, Duckinwillia, Dundathu, Dunmora, Ferney, Glenorchy, Goотchie, Graham Creek, Granville, Gundiah, Island Plantation, Maaroom, Magnolia, Maryborough, Maryborough Dc, Maryborough West, Mount Urah, Mungr, Netherby, Oakhurst, Owanyilla, Pallas Street Maryborough, Pilerwa, Pioneers Rest, Poon, Prawle, St Helens, Talegalla Weir, Tandara, Teddington, The Dimonds, Thinoomba, Tiaro, Tinana, Tinana South, Tinnanbar, Tuan, Tuan Forest, Walkers Point, Yengarie, Yerra</td>
</tr>
<tr>
<td>4655</td>
<td>Booral, Bunya Creek, Craignish, Dundowran, Dundowran Beach, Eli Waters, Great Sandy Strait, Hervey Bay, Hervey Bay Dc, Kawungan, Nikenbah, Pialba, Point Vernon, River Heads, Scarness, Sunshine Acres, Susan River, Takura, Toogoom, Torquay, Urangan, Urraween, Wallieboum, Walligan, Wondunna</td>
</tr>
<tr>
<td>4680</td>
<td>Barney Point, Beecher, Benaraby, Boynie Island, Boyne Valley, Boynedale, Builyan, Burua, Byellee, Callemondah, Calliope, Clinton, Digium, Gladstone, Gladstone Bc, Gladstone Central, Gladstone Dc, Gladstone Harbour, Glen Eden, Heron Island, Iveragh, Kin Kora, Kirkwood, Mount Alma, New Auckland, O’Connell, River Ranch, South End, South Gladstone, South Trees, Sun Valley, Tablelands, Tannum Sands, Taragoola, Telina, Toolooa, Ubobo, West Gladstone, West Stowe, Wooderson, Wurdong Heights</td>
</tr>
</tbody>
</table>
| 4700  | Allenstown, Depot Hill, Fairy Bower, Great Keppel Island, Port Curtis, Rockhampton,
Rockhampton City, Rockhampton Hospital, The Keppels, The Range, Wandal, Berserker, Central Queensland University, Frenchville, Greenlake, Ironpot, Kawana, Koongal, Lakes Creek, Limestone Creek, Mount Archer, Nankin, Nerimbera, Norman Gardens, Park Avenue, Red Hill Rockhampton, Rockhampton Dc, Rockyview, Sandringham, The Common

Alexandra, Alligator Creek, Andergrove, Bakers Creek, Balberra, Balnagowan, Beaconsfield, Belmunda, Blacks Beach, Cape Hillsborough, Chelona, Cremorne, Dolphin Heads, Dumbleton, Dundula, Dunrock, East Mackay, Eimeo, Erakala, Foulden, Glenella, Grasstree Beach, Habana, Haliday Bay, Hay Point, Homebush, Mackay, Mackay Caneland, Mackay Dc, Mackay Harbour, Mackay North, Mackay South, Mcewens Beach, Mount Jukes, Mount Pleasant, Munbura, Nindaroo, North Mackay, Ooralea, Paget, Racecourse, Richmond, Rosella, Rural View, Sandiford, Slade Point, South Mackay, Te Kowai, The Leap, West Mackay

Currajong, Gulliver, Hermit Park, Hyde Park, Hyde Park Castletown, Mundingburra, Mysterton, Pimlico, Rosslea

Condon, Gumlowl, Kelso, Rasmussen

Bentley Park, Edmonton, Mount Peter, Wrights Creek

Aeroglen, Brinsmead, Bungalow, Cairns, Cairns City, Cairns Dc, Cairns North, Earlville, Edge Hill, Freshwater, Kamerunga, Kanimbla, Manoora, Manunda, Martynvale, Mooroobool, Parramatta Park, Portsmith, Redlynch, Stratford, Westcourt, Whitfield

Evans Landing, Mapoon, Mission River, Nanum, Napranum, Rocky Point, Trunding, Weipa, Weipa Airport

Bamaga, Injinoo, New Mapoon, Seisia, Umagico

Craiglie, Killaloe, Mowbray, Oak Beach, Port Douglas, Wangetti

Barron, Caravonica, Holloways Beach, Machans Beach, Smithfield, Yorkeys Knob

Evelyn, Kaban, Millstream, Ravenshoe, Tumoulin

Normanton

Bloomfield, Cooktown, Hope Vale, Rossville, Wujal Wujal
Cairns Safer Streets Task Force (CSSTF)
Project Plan

Background
Concern about crime and safety in Queensland is high. While crime rates in general are decreasing, Cairns has higher crime rates than that of Queensland on average.

Cairns is also unique in that its close proximity to Cape communities mean that it serves as the major urban centre and source of services for a range of discrete communities.

Crime and Safety in Cairns

Notable crime patterns for Cairns from 2004 to 2012 show:

For offences against the person:
- the proportion of violent offences committed by Indigenous offenders has increased (49% in 2004, 43% in 2008, 56% in 2012; state-wide proportion in 2012 was 29%)
- the proportion of robbery offences committed by Indigenous juvenile offenders is high (43% in 2004, 38% in 2008, 29% in 2012; state-wide proportion in 2012 was 13%)
- the proportion of Indigenous juvenile sexual offending has recently increased (9% in 2004, 11% in 2008, 16% in 2012; state-wide proportion in 2012 was 7%).

For property offences¹ there has been a large increase in offences committed by:
- Indigenous offenders (44% in 2004, 34% in 2008, 64% in 2012; state-wide proportion in 2012 was 29%)
- juvenile offenders (33% in 2004, 31% in 2008, 54% in 2012; state-wide proportion in 2012 was 31%)
- Indigenous juvenile offenders (23% in 2004, 18% in 2008, 37% in 2012; state-wide proportion in 2012 was 29%)

For other offences:²
- an increase in the proportion of other offences committed by Indigenous offenders (38% in 2004, 30% in 2008, 47% in 2012; state-wide proportion in 2012 was 19%)
- juveniles account for a small proportion of other offending and there has been no notable increase in this trend (4% in 2004, 3% in 2008, 8% in 2012; state-wide proportion in 2012 was 6%)
- this is also true for Indigenous juvenile offenders (2% in 2004, 1% in 2008, 4% in 2012; state-wide proportion in 2012 was 2%).

Research shows that crimes can be prevented through environmental crime prevention interventions, such as strengthening locks, improving surveillance, improving street lighting,

¹ Property crimes include unlawful entry, arson, other property damage, unlawful use of a motor vehicle, other theft (excl. unlawful entry), fraud and handling of stolen goods.
² ‘Other’ is a broad collection of disparate offence categories, including drug, traffic, prostitution, liquor (excl. drunkenness), gaming and betting offences, breach domestic violence protection order, trespassing and vagrancy, weapons act offences, good order offences, stock related offences, traffic and related offences, and miscellaneous offences.
installing closed circuit television, putting locks on windows, introducing safer money handling procedures, and limiting the amount of money held on premise.

Longer term solutions to reducing offending however require a focus on prevention and early intervention, including providing family support and improving housing, health and educational engagement.

**Homelessness in Cairns**

On Census night 2011, there were 2,303 people recorded as homeless in Cairns (12% of the total number of homeless people in the state\(^3\)). The rate of homelessness was 103 per 10,000 of the population, which was significantly higher than the overall rate for Queensland.

Compared to the rest of Queensland and to Australia, Cairns has a greater percentage of people identified as homeless, accommodated in boarding houses. In relation to people living in specialist homelessness services accommodation, Cairns has an equivalent percentage to the rest of the state, but significantly lower compared to the national figure.

**Summary**

In order to address these trends it is necessary to identify and develop local initiatives which utilise and target the appropriate resources to reduce crime strategically and respond to homelessness appropriately.

**Aim**

The aim of the CSSTF is to develop and implement collaborative, targeted and effective responses to crime and homelessness in Cairns.

The Cairns Safer Streets Task Force (CSSTF) will be established for a period of twelve months, commencing 1 July 2013.

Prior to the 1 July start, there will be workshops held to identify priority areas of focus and to develop a detailed programme of work for the Task Force. In doing so, the group will have regard to complementing current inter-agency/collaborative initiatives currently underway, as well as existing crime prevention and homelessness initiatives such as:

- Youth Justice Collaborative Panels
- Cairns Sentenced Youth Boot Camp
- Operation Escalate
- Homelessness Project Group
- Homelessness Community Action Planning Leadership Group

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\(^3\) In Queensland there were 19,838 homeless people recorded on Census night in 2011.
Activities
In order to achieve the above objective, the CSSTF will:

Improve service responses, through:

- reviewing service agreements and funding allocations
- targeting the provision of services at intended outcomes
- collecting robust data and reporting on outcomes, to inform future service delivery

Improve interagency co-operation, through:

- identifying legislation and policy adversely affecting an integrated response and recommend reform to integrate these across government
- fully engaging agencies to contribute collectively in addressing the causal factors of crime
- developing an overarching framework to focus on desired outcomes.

Reduce crime and homelessness through:

- identifying opportunities for reducing offending and homelessness
- identifying programs and responses proven to be effective in reducing offending and that are likely to be appropriate for the Cairns context e.g.:
  - increasing juveniles’ engagement in education and employment
  - improving mentoring and case management of juvenile offenders and their families
  - addressing environmental factors that may contribute to offending (e.g. through CCTV etc)
  - reducing rough sleeping, public drunkenness and antisocial behaviour in the Cairns CBD and surrounding area
- implementing targeted, coordinated responses
- monitoring the impact of the targeted, coordinated responses on crime and the community.

Composition
The CSSTF will be comprised of a core group of officers from Queensland Police Service, Department of Justice and Attorney-General, Department of Community Safety (Corrective Services), Department of Housing and Public Works, Department of Communities, Child Safety and Disability Services and Department of Education, Training and Employment.

This group will be responsible for identifying core issues requiring a strategic inter-agency response, and developing appropriate local based solutions.

Input into the work of the group will be provided by local, state and federal agencies, including:

- Department of Education, Training and Employment
- Department of Communities, Child Safety and Disability Services
- Department of Justice and Attorney-General
- Department of Aboriginal and Torres Strait Islander and Multicultural Affairs
- Queensland Police Service
Attachment C.

• Queensland Health
• Cairns City Council
• CentreLink
• Department of Families, Housing Community Services and Indigenous Affairs (Federal)
• James Cook University.

Intended outcomes
It is intended that the CSSTF will achieve:

• improved inter-agency collaboration
• a reduction in the occurrence of crime committed by youth (10-16 years) and young adults (17-19 years) in Cairns
• an increase in the number of disengaged young people attending school
• a decrease in the number of homeless people in the city area.

Risks
Risks include:

• Lack of engagement by agencies
• The ease with which local vs broad level policy changes can be made to facilitate collaboration
• Complexity of the problems to be dealt with
• Time available to the CSSTF to bring about the change desired
• Approaches to data collection

The RMCN will monitor and trouble shoot these issues accordingly.

Governance
Activities of the CSSTF will be overseen by the Regional Managers Coordination Network (RMCN) and led by a Senior Investigator from Far North District (FND) Police. The RMCN will be required to endorse the aims and champion the recommendations of the CSSTF.

Reporting
Quarterly performance assessments will be provided by the Taskforce to the RMCB, the Director-General of the Department of the Premier and Cabinet and the Commissioner for Police.

Results of the CSSTF will be reported to Cabinet 12 months after implementation.
Terms of Reference

PAYMENT BY OUTCOME – GUIDELINES AND FEASIBILITY

Purpose

The Queensland Government is exploring the viability of different Payment by Outcome (PbO) options in the Queensland context.

The purpose of this is to:

• improve the effectiveness of current service delivery in terms of producing outcomes
• stimulate greater innovation in the range of service delivery models.

To inform the potential application of a PbO scheme in Queensland, it is proposed that a staged approach be undertaken, which firstly focuses on developing a set of guidelines and a robust decision-making framework, and then undertakes a targeted feasibility assessment of a pilot to implement the guidelines and framework.

To this end, the State is inviting offers for tender to:

1. develop a framework, incorporating a set of guidelines, to inform the use of PbO options in the delivery of social services in Queensland
2. undertake a feasibility study of a PbO trial in Cairns.

Tenderers may apply to undertake both projects consecutively, or may tender for either one of the two projects individually.

Background

PbOs provide a means for governments to pay service providers on the basis of agreed social outcomes rather than effort expended. It is implemented using a contractual model, with a public sector agency purchasing specified outcomes from an independent or semi-independent provider in the public, private or voluntary sector.

PbOs have many names (for example, cash on delivery, payment-by-results, commissioning for outcomes, payment for progress, pay for outcome, pay for success, no cure-no pay, contracting for outcomes, performance incentive funding) and are being explored as the possible solution to a wide range of social reforms such as finding jobs for the long-term unemployed; raising lifetime earnings of job training participants; breaking the cycle of re-offending; placing children more promptly in stable foster care; rolling out expensive new pharmaceuticals; providing greater stability and accountability in international aid.
The most common way in which PbOs are undertaken is through Outcome-Based Contracts, which reward providers for achieving specified social outcomes. A PbO scheme can be funded in one of a number of ways, including Social Impact Bonds. Financial rewards can be based on results to a greater or lesser extent, depending on how the scheme is established. For example, under a purely results-based contract, the service provider will not receive any payments until and unless specified outcomes are achieved. Under alternative models, service providers may receive sufficient funds to cover the costs of delivering a service, with the opportunity to earn an additional ‘bonus’ payments if key outcomes are met. Outcome-Based Contract schemes can vary according to the amount of risk to be borne by providers and investors.

These different PbO options provide an opportunity to explore new ways of delivering services in order to achieve agreed social outcomes.

Development of a PBO Framework

The successful tender will be responsible for developing a framework to guide the potential utilisation of PbOs in Queensland, in order to:

- improve the effectiveness of current service delivery in terms of producing outcomes
- stimulate greater innovation in the range of service delivery models.

To inform the potential application of a PbO scheme in Queensland, the Queensland Government is seeking to develop a framework for how different social finance instruments can be best utilised, and the benefits that can be accrued from different models. This should include a set of guidelines that can be used to inform the potential development, planning and delivery of PbO trials, in order to improve the effectiveness of current service delivery and encourage greater innovation in the range of service delivery models.

It is recognised that PbO schemes can be used as a tool for integrating funding streams and facilitating integrated, whole of government service delivery, through creating incentives for agencies to collaborate more closely.

In addition, through transferring responsibility for risk, PbO schemes can encourage greater innovation in service delivery, contributing to a richer variety of responses to difficult social problems.

The successful tenderer should provide a literature review, drawing on the experience from the United Kingdom and the United States, as well as other Australian jurisdictions.

The framework should identify the:

- necessary factors for success
- required stages of implementation
- potential risks.
The framework should clearly identify those elements necessary for ensuring the success of a PbO scheme, including factors that impact upon:

- improving service delivery
- encouraging innovation
- delivering improved outcomes.

The framework should also include a set of implementation guidelines, to inform decision-making about the:

- choice of social issues
- development of a social intervention strategy
- building of a business case (including how the value for money assessment will occur)
- establishment of a monitoring framework (including how to distinguish between the benefits of the implemented program and the benefits of any potential externalities)
- development of a financial model (including how financial returns will be delivered to the investors)

Finally, the framework should also identify risks attached to undertaking PbO interventions, including in terms of:

- timing
- capacity.

**A feasibility study of a PbO trial in Cairns**

The successful tenderer will be responsible for undertaking a feasibility study for a potential PbO trial in Cairns, including identifying:

- the specific social problem to be addressed (i.e., young prolific offenders on orders, young adults post release from adult corrections etc.)
- service model(s) with which to address the identified social problem
- outcome and output metrics to be achieved
- proposed measurement of outputs and outcomes
- roles and responsibilities of PbO trial stakeholders.

It is recognised that PbO schemes may not be appropriate for all circumstances and it is important that a rigorous feasibility assessment of the issue is conducted.

The Queensland Government has decided to explore whether a PbO trial would be feasible in the Queensland context. Cairns has been nominated as a potential trial site, to address youth and young adult crime and recidivism.

The reason for focusing on Cairns is because of the existence of significant youth crime issues. Current research indicates that there is a small cohort of young people committing a significant
amount of the serious reported crime that is contributing to the concern in the Cairns community about crime levels.

For example, research being conducted by Professor Stephen Smallbone has highlighted circumstances where large groups of young people are congregating at night in the parks and nature corridors of West Cairns and staying out all night. These young people are predominantly Indigenous, are aged between 14-18 years and are subject to very low levels of parental supervision and high levels of school disengagement.

Further information on this work, together with specific crime trends characterising Cairns, are outlined in Appendix A of ‘Delivering Safer Streets for Cairns’; however, notable crime patterns for Cairns from 2004 to 2012 show:

For offences against the person:

- the proportion of violent offences committed by Indigenous offenders has increased (49% in 2004, 43% in 2008, 56% in 2012; state-wide proportion in 2012 was 29%)
- the proportion of robbery offences committed by Indigenous juvenile offenders is high (43% in 2004, 38% in 2008, 29% in 2012; state-wide proportion in 2012 was 13%)
- the proportion of Indigenous juvenile sexual offending has recently increased (9% in 2004, 11% in 2008, 16% in 2012; state-wide proportion in 2012 was 7%).

For property offences\(^1\) there has been a large increase in offences committed by:

- Indigenous offenders (44% in 2004, 34% in 2008, 64% in 2012; state-wide proportion in 2012 was 29%)
- juvenile offenders (33% in 2004, 31% in 2008, 54% in 2012; state-wide proportion in 2012 was 31%)
- Indigenous juvenile offenders (23% in 2004, 18% in 2008, 37% in 2012; state-wide proportion in 2012 was 29%).

For other offences:\(^2\)

- an increase in the proportion of other offences committed by Indigenous offenders (38% in 2004, 30% in 2008, 47% in 2012; state-wide proportion in 2012 was 19%)
- juveniles account for a small proportion of other offending and there has been no notable increase in this trend (4% in 2004, 3% in 2008, 8% in 2012; state-wide proportion in 2012 was 6%)
- this is also true for Indigenous juvenile offenders (2% in 2004, 1% in 2008, 4% in 2012; state-wide proportion in 2012 was 2%).

The feasibility study is expected to:

\(^1\) Property crimes include unlawful entry, arson, other property damage, unlawful use of a motor vehicle, other theft (excl. unlawful entry), fraud and handling of stolen goods.

\(^2\) ‘Other’ is a broad collection of disparate offence categories, including drug, traffic, prostitution, liquor (excl. drunkenness), gaming and betting offences, breach domestic violence protection order, trespassing and vagrancy, weapons act offences, good order offences, stock related offences, traffic and related offences, and miscellaneous offences.
Attachment C.

- define the social problem/s to be targeted
- identify potential programs
- identify intended outcomes
- propose how to measure outputs and outcomes, including identifying any necessary data improvement strategies
- assess financial outcomes and public savings.

Further information on these elements of the study are provided below.

**Defining the social problem/s to be targeted**

Preliminary data analysis and consultation on crime in Cairns has indicated that youth offending and Indigenous offending are both of high concern.

The Queensland Government is interested in exploring whether a PbO trial could be used to reduce crime in Cairns, with specific consideration to be given to reducing youth and young adult crime and recidivism by focusing on a specific cohort of chronic/prolific offenders.

The feasibility study will need to identify:

- key youth and young adult crime problems most suited to resolution through an PbO approach
- the characteristics of the group of people who should participate in the program/s (‘the cohort’)
- a source of comparison data – either a control group or baseline data.

**Identifying Potential Programs**

Flexibility needs to be accorded to the final service providers in terms of what services they deliver to produce the expected outcomes. Nonetheless, consideration should still be given to supporting initiatives demonstrated to work.

For example, in the area of youth justice, effective juvenile justice programs have been identified as having three characteristics, these being that they:

- address key risk factors by focusing on building more effective family functioning, disengaging youth from deviant peer networks and enhancing school performance
- are rehabilitative and use behavioural or cognitive-behavioural intervention techniques within the youth’s natural environment
- are well-specified and include intensive support to maintain the fidelity of the intervention.

The feasibility study will need to identify those programs most likely to be effective in addressing crime and recidivism in Cairns.

**Identifying intended outcomes**
The feasibility study will need to define measurable intended outcomes for the project. This process should include consideration of:

- the ease and accuracy with which the outcome can be measured
- establishing a direct or causal relationship between the intervention and the outcomes observed
- the extent to which the outcome will ensure value for money, including where savings in service delivery will be made.

**Proposed measurement of outputs and outcomes**

The feasibility study will need to identify how performance management will be built into the PbO process in order to ensure that projects are rigorously managed. This should include consideration of:

- data collection systems
- tracking and reporting of impact and outcomes
- financial and performance reporting.

**Financial outcomes and public savings**

The feasibility study should include an assessment of how the payments between the investor, provider and commissioner of the service should be structured, based on the costs, savings and intended outcomes of the project. Consideration should be given to:

- the minimum number of people needed to participate in the program for it to achieve the desired results
- the agreed payment structure and triggers
- the independent assessment of the PbO’s success.

**Timeline**

The consultancy will commence in June 2013 and will be finalised by September 2013. The consultant will be expected to provide advice and reports as required by the governance committee.

**Governance**

The governance panel for the Payment by Outcome feasibility study will be comprised of representatives from:

- Department of the Premier and Cabinet
- Queensland Treasury
- Queensland Police Service
- Department of Justice and Attorney-General
- Department of Community Safety (Queensland Corrective Services)
- Department of Housing and Public Works
Attachment C.

- Queensland Health
- Department of Education, Training and Employment.
- Department of Communities, Child Safety and Disability Services